

**REPORT OF THE
STATE BOARD OF SOCIAL SERVICES**

on Food Stamp Work Programs

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



House Document No. 13

**COMMONWEALTH OF VIRGINIA
RICHMOND
1986**

**FOOD STAMP
WORK PROGRAMS:**

**A REPORT TO THE GENERAL ASSEMBLY
IN RESPONSE TO HJR 250**

STATE BOARD OF SOCIAL SERVICES

DECEMBER, 1985



Blair Building
8007 Discovery Drive
Richmond, Virginia 23288

COMMONWEALTH of VIRGINIA

Department of Social Services State Board

December 19, 1985

Members of the General Assembly
Commonwealth of Virginia
State Capitol

In response to the request of the 1985 General Assembly as enacted in House Joint Resolution 250, the State Board of Social Services has reviewed matters related to the establishment of food stamp "Workfare" in Virginia. A report of the Board's activities and recommendations for the General Assembly's consideration is attached.

The Board continues to support additional funding for the Employment Services Program serving Aid to Dependent Children and General Relief recipients. Additionally, the Board believes that a substantial increase in funding for education, training, and other services is needed to enhance self-sufficiency, and to achieve a dramatic reduction in welfare caseloads and public assistance costs. Savings in Aid to Dependent Children and General Relief should be a priority for the General Assembly, since savings in these programs produce savings for the taxpayers of the Commonwealth.

In addition, the Board supports funding for the Food Stamp Work Program proposed in this report. We believe that such a Food Stamp Work Program would help many clients move toward self-sufficiency, would result in a decrease in welfare dependency, and would produce savings to the taxpayers of the United States.

The Board of Social Services acknowledges with deep appreciation the excellent assistance which the State Department of Social Services has provided us for the task assigned by the General Assembly. In particular, the Board recognizes with special gratitude the competent and effective staffing with which Ms. Linda Dressler and Mr. Rick Pond of the Department's Division of Service Programs have facilitated the "Workfare" study.

We hope the General Assembly will find the findings and recommendations of this report useful. The Board looks forward to any opportunity to discuss the results of our study with appropriate representatives of the Assembly.

Cordially yours,

A handwritten signature in cursive script, appearing to read "Naomi Warder".

Naomi Warder
Chairman

FOREWORD

The following report is submitted by the State Board of Social Services to the Virginia General Assembly in response to House Joint Resolution 250. The program described affirms the long-standing commitment of the Department of Social Services to opportunities promoting self-sufficiency for welfare recipients through employment in the private sector. It specifically provides individuals receiving food stamp benefits with the means to become independent through job search assistance, through work experience, or through education and training. It is the belief of this Board that implementation of a program of this general design can result in enhanced self-worth and economic well-being for participants, in an overall decrease in welfare dependency, and in savings to the taxpayers of the nation.

State Board of Social Services
December, 1985

EXECUTIVE SUMMARY

The State Board of Social Services has developed the following report in response to House Joint Resolution 250. In the Resolution, the 1985 session of the Virginia General Assembly requested that the Board, with the assistance of the Department of Social Services, review all matters related to the establishment of a food stamp workfare program in Virginia and make recommendations as to appropriate legislative action needed.

The State Board appointed a five member committee to work with the Department of Social Services in preparing this report. Based on the recommendation of the committee, the Board endorses a work program for food stamp recipients with the following goals:

1. To assist employable food stamp recipients in obtaining unsubsidized employment, especially in the private sector, and thus eliminate or reduce the need for food stamp benefits.
2. To inculcate a belief in the value of work and enhance participant self-esteem and motivation.
3. To recognize the diversity of the client group and the diversity of Virginia's labor markets, and therefore make available a range of interventions designed to meet the varying client needs and local circumstances.

In designing a program to meet these goals, the committee reviewed findings from work programs in Virginia and in other states, and consulted with state and local staff involved in the operation of employment programs for food stamp recipients. Additionally, at the committee's request, the Department of Social Services conducted a study of the food stamp population participating in the Food Stamp Work Registration/Job Search Program operated by 21 local agencies.

Data from these studies established that the majority of persons who would be required to register for a food stamp work program receive benefits only briefly and, as a result, are available for work program participation for only that short time. Based on this important finding, the program design recommended by the Board committee places strong emphasis on job search assistance in order to facilitate a return to the labor market. For participants who fail to find employment during the job search, the program design makes possible referral to work experience, education, training, or other vocationally-oriented activities. Participants having serious barriers to employment will be referred for needed services. The design specifically provides for:

1. registration of all non-exempt food stamp program recipients for the work program.
2. assessment of program registrants and assignment to a job search activity of four weeks duration to be completed within three months of program participation.

3. assignment of all participants who fail to obtain a job during the first job search to a second job search of four weeks duration. This activity will take place during the second three months of assistance and will bring participants together in a group setting to teach those behaviors that correlate with success in the job search.
4. reassessment of those program participants who do not find jobs within this second job search period to determine their future course of activity within the program.
5. assignment of those reassessed to work experience, education, training, or other vocationally-oriented activities.

The State Board of Social Services believes that the proposed program will accomplish the goals outlined in HJR 250 and recommends its adoption and funding by the General Assembly.

The Board continues to support additional funding for the Employment Services Program serving ADC & GR recipients. Additionally, the Board believes that a substantial increase in funding for education, training, and other services is needed to enhance self-sufficiency and to achieve a dramatic reduction in welfare caseloads and public assistance costs.

I. INTRODUCTION

A. LEGISLATIVE CHARGE

The 1985 Session of the General Assembly of Virginia, through House Joint Resolution 250, requested that the State Board of Social Services, with the assistance of the Department of Social Services, review all matters related to the establishment of a food stamp workfare program within the localities of the Commonwealth and make recommendations as to appropriate legislative action needed. The Board was requested to report back to the General Assembly no later than January 1, 1986. A copy of the resolution can be found in Appendix A.

B. COMMITTEE ORGANIZATION

A five member Committee of the State Board of Social Services was appointed to undertake this responsibility. Committee membership consisted of: Mr. James A. Payne, Mr. E. B. Pendleton, Jr. (chairman), Mr. Wilford P. Ramsey, Mrs. Naomi R. Warder, and Mr. Joseph S. Wholey. Department staff from the Divisions of Benefit Programs and Service Programs were assigned to assist the Committee members in their review. Input was also provided to the Committee from the directors and staff of the Danville and Tazewell Departments of Social Services and from the majority of the twenty-one agencies operating Food Stamp Work Registration/Job Search programs (Appendix B). Danville is the only locality currently operating a food stamp workfare program in Virginia. Tazewell County operated such a program as part of a national demonstration project but terminated that effort in 1983.

II. BACKGROUND

A. PROGRAM GOALS

The Committee members identified several major goals that they consider important to any employment program model for food stamp recipients. A program should:

1. Assist employable food stamp recipients in obtaining unsubsidized employment, especially in the private sector, and thus eliminate or reduce the need for food stamp benefits.
2. Inculcate a belief in the value of work and enhance participant self-esteem and motivation.
3. Recognize the diversity of the client group and the diversity of Virginia's labor markets, and therefore make available a range of interventions designed to meet the varying client needs and local circumstances.

With these goals in mind, the Committee reviewed current programs in Virginia and related activities in other states. National data on food stamp workfare programs was likewise examined (Appendix C). The program model described in this report is a result of this research and is designed to accomplish the goals identified above.

B. CURRENT ACTIVITIES IN VIRGINIA

Each local social service agency in Virginia (124) operates an employment program for Aid to Dependent Children (ADC) and General Relief (GR) public assistance recipients. This program, known as the Employment Services Program (ESP), is mandatory for those recipients not specifically exempt by federal or State statutes.

The ESP model requires all non-exempt recipients to participate in a job search. Some recipients participate in structured group programs that teach the skills associated with success in finding employment. Training includes instruction in obtaining job leads, in resume development, in development of good interviewing techniques, etc. Other participants are provided similar assistance individually by an agency employment counselor.

If the job search does not lead to immediate employment, the individual recipient is then reassessed and may participate in education or training activities or in work experience. Education and training activities include instruction in the Adult Basic Education and General Education Development programs. Other classroom training, skills training and on-the-job training activities are provided through the Jobs Training Partnership Act.

Recipients assigned to work experience perform work at public or private non-profit agencies. This activity provides the client with a recent work history, promotes expected job behaviors, and in some situations provides limited training. The number of hours worked by a participant in work experience is determined by dividing the benefit amount by the federal minimum wage. The chart in Appendix D summarizes ESP activities for FY 84-85.

In addition to providing services through the Employment Services Program to ADC and GR recipients, Virginia also currently operates a Food Stamp Work Registration/Job Search Program in 21 local social services agencies. This program is operated through a grant from the United States Department of Agriculture (USDA) that provides 100% of the funding. The only allowable activity permitted by USDA is job search assistance. Food stamp recipients who receive ADC or GR assistance are registered for the ESP program and therefore do not participate in the Food Stamp Work Registration/Job Search Program. Job search assistance through this program is provided to food stamp recipients who do not receive cash assistance. The job search services are provided either to groups of recipients or to individuals as in ESP. The chart in Appendix E provides statistics on the FY 84-85 program. The participating agencies are listed in Appendix F.

A number of food stamp recipients never actively participate in the Food Stamp Work Registration/Job Search Program after they are registered. A study conducted in August 1985 by the Department examined 299 randomly selected closed food stamp cases with household members registered for this work program. It was found that 60% of the recipients had received food stamps on a continuous basis for 3 months or less. In such cases,

the recipients cannot be actively brought into the program before they terminate their food stamp program participation. The available population for the Food Stamp Work Registration/Job Search Program is further reduced by USDA's prohibition on the use of program funds to pay for support services such as day care and transportation. Recipients needing these services must be registered for the program but then excused from participation requirements since resources do not exist to make them available for work. USDA regulations further stipulate that job-attached persons, those temporarily laid off from their jobs, and migrant and seasonal farmworkers cannot be required to search for other jobs. This further restricts the eligible population who are required to actively participate.

The Danville Department of Social Services operates a program that does not exist elsewhere in the state. Its Food Stamp Workfare Program is, in fact, one of only 16 such programs operated in the country. It is funded with 50% local - 50% federal funds. The single goal of this true "workfare" program is to require participants to perform work in public or non-profit agencies in return for food stamp benefits. The only program statistics reported are the number of worksite placements made, the amount of benefits being "worked off" and the number of recipients and benefit savings gained by sanctioning or terminating benefits for non-cooperative participants. The movement of food stamp recipients into paid employment and away from food stamp eligibility is not a federal goal for the program and data on such outcomes is not collected.

While Danville operates a true workfare program, USDA has been somewhat flexible and has allowed the agency to provide job search assistance and to refer clients to education and training activities in lieu of being placed in an unpaid worksite. In August 1985, Danville had 388 food stamp recipients registered with its program. Sixteen individuals worked at worksites during that month (4% of the total registrants).

In the Danville presentation to the State Board committee, staff indicated that workfare was not an appropriate activity for all participants or for all localities in the State. Many individuals receive small food stamp allotments and would, as a result, have to work so few hours that the development of work sites for them is unfeasible (Appendix G). A chart illustrating the hours of work that would be required of the Danville program registrants is found in Appendix H. Danville staff also explained that some individuals need other kinds of assistance rather than more work experience. Many need and could benefit from education or skills training; others with significant work histories need to search for paid employment immediately rather than be placed at a public work site.

C. OTHER STATE/LOCAL PROGRAMS

Efforts were made to evaluate other workfare programs in the nation. Little research has been undertaken to examine the effectiveness of food stamp workfare programs though data does exist concerning work-for-benefit programs in the ADC and ADC-UP programs. (The latter program provides assistance to intact households with an unemployed parent. These households are usually headed by males.) The following briefly summarizes some of the major studies examined:

1. West Virginia: Interim Findings On the Community Work Experience Demonstration (Manpower Demonstration Research Corporation - November 1984)
 - . The work-for-benefits program was targeted to the AFDC-U population (mostly fathers) in West Virginia. AFDC mothers were served only in selected counties.
 - . 40% of the AFDC-U caseload registered for program participation actually were placed on worksites by March, 1984.
 - . Less than 10% of the AFDC mothers registered for participation actually were placed on worksites by March, 1984.
 - . High participation rates from AFDC mothers were never expected since childcare funds were not provided in the program design.
 - . 94 participants and their supervisors were interviewed. The majority of supervisors and participants believed that the participants' work made a valuable and necessary contribution to the sponsoring agency.
 - . Supervisors found participants performed "the same" or "better" than new regular employees.
 - . The average male stayed on the worksites 35 weeks and the average female 13 weeks.
 - . 80% were satisfied with their jobs and thought the arrangement was "satisfactory" or "very satisfactory".
 - . Local social service staff increased by 40% to handle the growing workload.
 - . Benefit-cost analyses are not currently available.
2. California: Findings From the San Diego Job Search and Work Experience Demonstration (Manpower Demonstration Research Corporation - March 1985)
 - . The majority of participants stated that the requirement of looking for work, as a condition of welfare receipt, was "fair".
 - . Most participants assigned to work experience (work-for-benefits) did not substantially improve their job skills.
 - . Participants in job search and job search combined with work experience increased their overall employment and earnings. However, the addition of work experience to job search did not increase employment or earnings beyond those experienced by the participants receiving only job search assistance.
 - . Employment programs for welfare recipients have their largest impact on those who have little recent employment experience.

- . The total cost of providing registration and three weeks of structured job search was \$1,100 per participant. The addition of 13 weeks of work experience added \$500 to the cost per participant thus creating an overall cost of \$1,600.
3. Evaluation of the Duval County Food Stamp Workfare Project (Florida Office of Evaluation and Management Review - April 1985)
- . The program operated 9/83 - 9/84 and 1180 food stamp recipients were referred.
 - . 29% (342) actually worked at a worksite
 - . 13 participants (4% of total who were placed at a work site) obtained employment as a direct result of the program.
 - . Program costs totaled \$159,872.
 - . Worksite employers received \$74,591 in benefits from work performed by participants
 - . A comparison of costs and benefits shows that 71 cents was saved for every dollar spent, resulting in a net loss of 29 cents.
4. Third Interim Report to Congress - Food Stamp Workfare Demonstration Projects (General Accounting Office - June 1982)
- . This report shows that of the total number of participants (7,597) at the seven original Food Stamp Workfare sites, 9.7% actually worked at one of the created jobs; another 11.1% were sanctioned, 6% were excused for good cause, and 72.9% had either left the program or had not been assigned to a job when the study ended. Of particular concern was the finding that for the male participants, participation in the program actually caused an average loss of \$50 a month in earnings as compared to a control group. Female participants gained in income through their participation, but they represented only one third of the total served. The cost/benefit ratio to the government ranged from a net gain of \$5 to a net loss of \$9 per person referred to the program. The net gain figure was obtained by discounting the negative effect of the program on male earnings. This finding was limited to the San Diego site, but achieved overall program significance due to the disproportionately large number of participants served at that site. The researchers considered it possible that the effect was unique to San Diego and recalculated the cost/benefit ratio to exclude it.
 - . This report presents findings on the seven pilot projects operated in 1979-80. Locations were San Diego County, California; Muskingum County, Ohio; Rusk County, Wisconsin; Clay County, South Dakota; Morristown, Tennessee; Sussex County, New Jersey; and Berkeley County, South Carolina. (Tazewell, Virginia's project was started later as part of a second set of demonstration projects and no evaluation has been made public on those efforts.)

D. PENDING NATIONAL LEGISLATION

The Food Stamp Program is scheduled for reauthorization in 1985. Two pieces of legislation have emerged that will set the framework for deliberations on the reauthorization. Both S. 3017 (Dole) and H.R. 5151 (Panetta) strengthen the work requirements. The American Public Welfare Association has provided the following summary of the pending legislation.

H.R. 5151 differs in several respects from the Dole proposal concerning work programs. Under the Dole bill, states are simply given an option to add a Community Work Experience Program (CWEP) component to existing work or training programs. H.R. 5151 would require state job search programs be consistent with those operated under AFDC. Both bills would grant states authority to determine the program design and emphases, e.g., skills assessment, job finding clubs, or training. The limitation on funding in S.3017 is presumably a reflection of its optional nature. However, H.R. 5151 requires a far more extensive approach to work. As a result, the legislation would provide for an initial \$50 million disbursement to the states followed by federal matching of state costs above this amount. In addition, the federal government would match half of up to \$25 for participant reimbursement for costs incurred due to participation.

The administration's FY 85 budget proposal for food stamps also contained a requirement for state run CWEP. The administration's proposal included several provisions worth noting that are expected to resurface during the reauthorization debate. The age at which recipients are required to meet work requirements in current law (18 to 60 years of age and not responsible for the care of a dependent child) would be lowered to age 16. Students currently exempt from work requirements by virtue of at least half time enrollment would be deleted. A performance standard of 75% of covered recipients would be established for state CWEP operation. States that did not meet the standard in any month would be assigned an issuance error for purposes of fiscal sanctions. Covered recipients would be those non-exempt individuals in any month a state was responsible for either offering employment or taking action to reduce or suspend household benefits for failure to comply.

III. PROGRAM DESIGN

A. DEPARTMENT SURVEY DATA

In August, 1985 the Department undertook a study to determine the characteristics of food stamp recipients that should be considered in designing any program for that group. A random sample of 441 open & 299 closed cases was drawn from 8 of the 21 Food Stamp Work Registration/Job Search agencies. Clients included in the sample were all registrants or former registrants of that program. (This group rather than the general food stamp population was chosen for the study because it is made up of "job-ready" recipients. Persons who have child care responsibilities, who are ill, or who meet other exemption criteria are excluded from program participation. Since the program exemption criteria used in food stamp workfare programs parallels that used in the Food Stamp Work Registration/Job Search Program, findings concerning one population can be generalized to the other. Appendix I provides breakout of the total U.S. food stamp population in 1980 by exemption criteria and non-exempt status.)

The most significant finding from the study concerns the length of time that Food Stamp Work Registration/Job Search participants actually receive assistance. As the chart in Appendix J shows, over 60% of the closed cases sampled had received food stamps for three months or less; 24% had received food stamps for 3 to 6 months; 7.7% received food stamps for 6 to 12 months. Only 7.8% of the total group sampled received food stamps for over a year. These findings identify several very different patterns of food stamp usage and suggest that a single approach to reducing dependency may be an inadequate response to the problem.

B. POPULATION TARGET GROUPS

Since three-fifths of the population surveyed leave assistance within 3 months (perhaps encouraged by the work registration/job search requirements), this group may not benefit from a work-for-benefits requirement. Work-for-benefits programs require the development of worksites and supervision of participants; they are staff intensive and therefore administratively costly for both the agency operating the program and the worksite. Evidence cited earlier from the workfare demonstration project operated in San Diego suggests that the participation requirements of such programs may actually decrease participant income.

Statewide data on the reasons for initial food stamp application will not be available until the Department's data collection for that program is automated. Local agencies' reports, however, suggest that loss of employment or reduction in work hours are the most frequently reported reasons for application. The rapid movement of 60% of the registrants included in the sample data into and then out of the Food Stamp Program within three months is comprehensible when their need for food stamps begins with a loss of employment income and ends when employment income increases. Food stamp dependency for members of this group can be shortened by interventions that shorten the length of time they are

without adequate income from employment. The simplest and most cost effective response to the needs of this group is the imposition of a job search requirement as a condition of eligibility.

If a job search requirement is imposed as a condition of food stamp eligibility for the non-exempt as proposed earlier, those who still need food stamps after three months have passed will have been unsuccessful in their initial search for a job. It seems appropriate to then require an additional job search, but one that specifically requires a group approach where specific job search behaviors can be taught. These would include appropriate dress, ways to obtain job leads, resume writing, interview techniques. The inclusion of this second job search component is based on the observation that there is a second group of recipients (24%) who terminate their use of food stamps relatively quickly but not so quickly as the larger group discussed earlier. It is also based on the assumption that the lag experienced by this group may be due to poor job search skills, and that this lag can be shortened through intensive instruction in the job search techniques known to lead to employment.

While the first two groups account for 84% of the total registrant population and differ from each other mainly in the length of time necessary to discontinue food stamp use, it seems apparent that they differ significantly from the remaining four groups. These four groups are much smaller than the two previously identified and may differ in other ways as well. Because of the length of time members of these groups receive food stamps, it no longer seems likely that unemployment is the reason, or at least the only reason, for their continued use of food stamps. Research that would identify the factors that would differentiate these groups from the other two has not been conducted, but it seems clear that interventions in addition to job search assistance may be appropriate.

A number of reasons may explain how these four groups differ from the large majority: they may have little or no work history - perhaps they have not been paid workers at all, but found themselves dependent on food stamps following the breakup of a domestic relationship; they may have been laid off from highly specialized jobs or from jobs that have become obsolete; their educational attainment may be so low that their labor force attachment is always marginal and work is interspersed with long periods of unemployment; they have many personality or dependency problems that make continuous employment difficult.

Because there can be a number of reasons for the food stamp dependence of these recipients beyond the employment-related factors identified with the two larger groups, a range of options must be made available to them. These options might include additional education or training, or, for those with no work histories, a work experience placement.

C. SUMMARY OF PROPOSED DESIGN

The overall design of a program for non-exempt food stamp recipients must encourage immediate labor force re-entry since it is clear that the great majority of registrants receive assistance only briefly. It must at the same time provide more remedial, long term (and more costly)

interventions for than who need them. The Department currently has no demographic information that would enable it to predict which persons among a new group of food stamp work program registrants will be long term rather than short term recipients of aid. Consequently, the program must be designed to provide sequential interventions to all participants with the least complex, least costly job search services made available first. As the success of that effort reduces the registrant population, other services including education, training, and work experience can be provided for those who are unsuccessful in finding jobs through the job search portion of the program.

All non-exempt food stamp recipients will be registered for the food stamp work program and will be assessed by program staff. The assessment will include a face-to-face interview at which time a summary of the registrant's work history, education & training, interests, service needs, and employment goals will be prepared. Based on the assessment, a plan of participation will be developed with the participant.

All food stamp work program registrants will be required to seek employment and will make a specified number of contacts to employers in carrying out this responsibility. This requirement will apply to all program registrants and will be effective at the time the food stamp application is approved. Federal regulations currently limit required job search to 8 weeks per year. The initial job search described here will be limited to half of the total amount, or 4 weeks. Program staff may shorten or temporarily suspend the job search period or participation in any other component if economic or personal circumstances warrant. Registrants experiencing such problems will be referred to the appropriate resources. Based on the survey data, it seems reasonable to assume that approximately 60% of the total group will manage to find employment as a result of their job search efforts during the first three months of the program, or will leave assistance for other reasons.

Registrants who are unsuccessful in finding work during the initial job search period will be assigned to participate in a second job search activity. This second job search will last 4 weeks and will provide intensive instruction in job search skills such as resume development and interviewing within a group setting. The Department anticipates that an additional 24% of the initial registrant population will find employment through participation in this component, or will leave assistance for other reasons.

The Department anticipates that approximately 15% of the population will not become employed despite a total of 8 weeks of job search. Members of this group appear to possess more intractable barriers to employment. In order to identify these barriers, and arrange for the appropriate services to overcome the barriers, the population still registered for the program following the job search efforts will be reassessed. This reassessment will include an evaluation of education, work history, interests, and employment goals. The reassessment will be used to determine the nature of the client's next program activity: work experience, education, training, or other vocationally-oriented programs. Work experience, for instance, might be the appropriate choice for a client who has little or no recent work experience, who

needs practice in appropriate work behaviors, or who needs to learn specific skills. Education or training experiences would be appropriate for those clients who are not competitive in the labor market because of deficiencies in those areas.

Each component - work experience, education, training, other vocationally-oriented programs - will conclude with enrollment in a group job search activity so that the client can be helped to market the new competencies. Work experience will be limited to 30 weeks consisting of two thirteen week periods with each followed by two weeks of job search. Only participants who did not find employment following the first work experience placement will be eligible for reassignment to a second placement. Education, training, and other activities will also be followed by 2 weeks of job search. The overall time limit on education/training activities will vary with the activity but will generally not exceed one year.

Failure to participate in the assigned activity will result in sanctioning and the food stamp household will be ineligible for benefits for the period of time allowed by federal Food Stamp Work Registration/Job Search Program policy. (Appendix K provides a chart showing the flow of program activities)

Since the programmatic response that is suggested by the Department's survey includes work experience, but emphasizes job search, the 21 local agencies currently operating food stamp work registration/job search programs become logical choices as initial implementation sites. The job search programs already operating can be expanded to include both an initial job search and the later required group job search. Food Stamp Workfare Program funds can be added to this existing source in order to implement the work experience portion of the program. Education and training programs will be made available at no cost to the program by using local schools, community colleges, and JTPA-funded activities whenever possible. State funds will be available, however, to provide education and training activities not otherwise available.

Since funds from both sources will be limited, and may be insufficient to fund programs in each of the 21 agencies at adequate levels, the Department will use the Request for Proposal process to allocate funds on a competitive basis. Funds will be awarded based on a review and analysis of proposals from interested Food Stamp Work Registration/Job Search agencies. Emphasis will be placed on programs designed to accomplish the goal of reduced food stamp dependency at reasonable per participant costs and, to the extent possible, to programs that stress involvement of the private sector, perhaps through contractual arrangements for services. Consideration will also be given to funding programs in areas representative of the State's geographic and urban/rural diversity.

The Department will provide support to the funded agencies in implementing the program and in meeting reporting requirements. Department staff will provide on-going monitoring and will develop an interim report following one full year of implementation and a final report after the second year of operation.

IV. PROGRAM COSTS

A. FUNDING SOURCES

The State currently does not expend any State resources in funding work programs for food stamp recipients. Currently the State is to receive \$701,470 in funds for FY 85-86 from USDA to operate the Food Stamp Work Registration/Job Search program in 21 localities. While these funds do not require a State or local match, the program design for the use of these funds is specifically prescribed by USDA. Approximately \$45,000 of the \$90,000 Food Stamp Workfare Program budget in Danville, is from USDA. The 50% match is from local funds. USDA has not set a cap on the 50% federal workfare program funds; theoretically, as long as the State and localities can come up with a dollar for dollar match, federal funds would continue to be available.

Both of these federal funding sources could most likely be utilized for the program model outlined in this report; however, additional State and local funds to be used as match would be required. USDA will also have to agree to the Department's program design before these federal funds could be tapped.

B. ADMINISTRATIVE COSTS

Administrative costs referred to in this section include the salaries of the local staff that provide services and assistance to the food stamp work program participants and the costs of administrative contracts for education and training services as well as State staff costs and other, non-personnel costs. The services local staff provide include assessments, assisting participants in individual job search, operating group job search classes or job clubs, development and monitoring of work site placements, development of educational and training resources, reassessment of individual participation in all activities, job development functions, as well as processing non-cooperative individuals through the sanctioning process.

In a given month there are approximately 114,000 non-public assistance food stamp households statewide. Approximately 30% of these households are in the 21 jurisdictions that currently operate the Food Stamp Work Registration/Job Search Program and in Danville. According to national statistics from the General Accounting Office, about 15% of the total food stamp case load would be required to participate in a work program. Statewide that would mean that over 17,150 recipients would be in the program in a given month and over 50,000 would cycle through the program in a year. Narrowed down to the 22 agencies currently operating the program, approximately 15,000 food stamp recipients would be subject to program participation in a year.

In many of programs that have operated across the country, cost data is not available. Where data does exist, administrative costs have varied greatly from program to program. Costs range from about \$50 per referred participant to several hundred dollars. In Duval County, Florida, a program that provided only placement on worksites and provided no structured job search assistance or other services, costs were \$135 per referral and \$467 per work site placement. In California, operating costs ranged from a low of \$383 up to \$559 per participant

assigned. The costs varied depending on the type of service provided. When costs are examined for only those participants who received the full three weeks of job search assistance and 13 weeks of work experience, the cost of the California program was about \$1600 per participant. (These are participant costs only. There is no assurance that the individual will obtain employment as a result of participation). The participants in this program included both ADC mothers and fathers who received the combination of job search and work experience.

In Virginia, the current cost of the job search portion of the Food Stamp Work Registration/Job Search Program is about \$27 per referral, \$59 per individual actually being provided job search assistance, and \$175 per entered employment. While data is not available for other food stamp job search programs, the Mid-Atlantic Regional Office of USDA considers Virginia's current program to be one of the most cost effective programs in the nation. Virginia's Employment Services' Program (ESP) for ADC/GR recipients will have an estimated unit cost of \$224 in FY 86-87 and \$242 in FY 87-88 per participant. Additionally, ESP offers supportive services not available to participants in the current food stamp job search program. ESP is a multi-component program while food stamp recipients are offered only job search assistance in the current programs.

In order to estimate the administrative cost of funding the model proposed in this report, projections are based on the cost of Virginia's Employment Services Program, a cost considered modest for a multi-component program. Using the ESP cost per participant, \$3,360,000 in administrative funds would be needed to implement the program in the 22 localities now serving food stamp recipients in the first year and \$3,630,000 in the second year. Assuming that the State continued to receive and could use the \$701,470 in federal food stamp job search funds, \$2,658,530 in additional administrative funds would be needed in year one and \$2,928,530 would be needed in the second year.

C. SUPPORT SERVICES

In California, support services (day care and transportation) cost between \$8 and \$22 per participant in 1983. In FY 84-85, the average cost per participant was approximately \$14 in Virginia's ESP. This average is computed by dividing the services costs by the total number of participants, not just the number actually receiving the service. If the latter figure were used, the cost per case would be much greater. For those registrants utilizing day care the average cost is \$109 per child per month. The average cost for transportation for those registrants actually receiving the service is \$20 per month. It also should be noted that many participants in ESP receive support services from Title XX since ESP funding is not sufficient to pay for all program-related service costs. The \$14 figure is clearly not representative of the true service costs but is the only basis available from which to make projections. Using that figure, supportive services would cost an additional \$210,000 annually for the 22 localities now serving food stamp recipients. In the Employment Services Program supportive services paid for out of ESP funds cost approximately \$564,000 in FY 84-85 for all 124 local welfare/social service agencies.

D. EXPECTED UNIT COST

The following is a summary using 1983-84 data of the unit costs for eight states providing employment services to ADC recipients. This information was collected by the American Public Welfare Association in May, 1985 on the states' program registrants (ADC/GR) and program costs.

STATE	REGISTRANTS	PROGRAM COSTS (Millions)	COST/REGISTRANT
Arizona	8,782	\$2.4	\$ 273
Connecticut	21,527	4.7	218
Idaho	2,091	2.3	1,100
Kansas	14,372	2.1	146
Maine	3,585	1.5	418
Massachusetts	37,080	19.9	537
Virginia	41,761	5.2	125
Washington	20,172	12.2	605

It should be noted that of these eight states, Virginia had the lowest cost per entered employment in the private sector. For FY 84-85 there was a total unit cost of \$150 per participant. Projected unit costs for the FY 86-87 is \$238 and for the FY 87-88, \$256. These projections as well as the 84-85 costs include both administrative cost as well as supportive service costs. The projections are based on funding requested in the Target Guidance memorandum and the Department's Addendum Proposal for the 1986-88 Biennium. The major reason for the 86-88 increases over the 84-85 unit costs are for the expansion of education and training activities. In the draft of the "Governor's Coordination and Special Services Plan for the Job Training Partnership Act" (1986-88), less than 2,500 adult welfare recipients are planned to receive JTPA services annually. This represents approximately 7% of the Employment Services Program registrants. It is felt that if any substantial increases in welfare clients receiving education and training services are expected, program funds need to be available in the Employment Services Program to provide these services.

E. FEDERAL, STATE, LOCAL SHARES OF COSTS

Based on the unit costs identified above, the following funds would be necessary to implement the program model described in this report in the 22 local social service agencies now serving food stamp recipients:

	<u>1st Year</u>	<u>2nd Year</u>
Estimated # of recipients to be served	15,000	15,000
Administrative unit cost	\$ 224	242
TOTAL ADMINISTRATIVE COST	\$3,360,000	\$3,630,000
TOTAL SUPPORT SERVICE COST	\$210,000	\$ 210,000
TOTAL PROGRAM ESTIMATED COSTS	\$3,570,000	\$3,840,000

The State may be able to apply the estimated \$700,000 in federal Food Stamp Work Registration/Job Search funds to this program. The remaining program cost of \$2,870,000 in the first year and \$3,140,000 in the second year could be shared by the federal, State, and participating localities. If the shares were split 50% federal, 40% State, and 10% local, the following funding needs could be identified for each segment of government:

	<u>1st Year</u>	<u>2nd Year</u>	
Federal	\$ 700,000	\$ 700,000	Food Stamp Work Registration/Job Search funds - 100%
	<u>1,435,000</u>	<u>1,570,000</u>	USDA Food Stamp Workfare funds - 50% match
	\$2,135,000	\$2,270,000	
State	\$1,148,000	\$1,256,000	State match for USDA Food Stamp Workfare funds - 40%
Local	<u>\$ 287,000</u>	<u>\$ 314,000</u>	Local match for USDA Food Stamp Workfare funds - 10%
Total	<u>\$3,570,000</u>	<u>\$3,840,000</u>	

These costs are estimated annual costs. In order to implement the model, \$2,404,000 in State funds would be needed in the first biennium.

The 10% local match requirement is consistent with the recommendations being made to the Joint Subcommittee Studying Costs to Localities for Public Assistance Programs (HJR-255).

V. PROGRAM BENEFITS

A. EXPECTED OUTCOMES

In the Reagan administration's proposed work requirements for the Food Stamp and ADC programs, a 75% participation rate goal has been established. With the funds available to provide child day care and transportation services when needed, it is expected that of the 15,000 expected registrants, 75%, or 11,250 recipients, will be able to actively participate in the program. There will continue to be situations where job-attached persons, temporarily laid off by their employers, will not participate. Additionally there will be those situations in which day care and transportation barriers cannot be overcome, particularly in the rural communities, despite the availability of funding. These 11,250 recipients will be targeted to participate in the job search efforts during the first three months of receiving food stamp benefits.

Based upon the Department's research, 60% of the total 15,000 will leave the food stamp rolls within three months as a result of finding employment or for other non-employment related reasons. Seventy five percent of the 6,000 remaining on assistance for more than three months, or 4,500, will be provided extensive job search services through job clubs. Those remaining on food stamps for more than six months (approximately 16%) will be reassessed. Seventy five percent of these

persons, or 1,800, will be assigned to work experience, education, or training activities.

In FY 84-85, 15.8% of all registered food stamp recipients entered employment as a result of participating in the current Food Stamp Work Registration/Job Search Program. With the additional funds and activities made available through the implementation of this model, the Department estimates at least 40% of all those actively participating, or 4,500, will enter unsubsidized employment. In addition, the Department will serve 600 recipients placed in work experience worksites in the first year of operation. This number represents 33% of the 1,800 participants that have been on food stamps for more than six months. Nationally, in the seven Food Stamp Workfare Demonstration projects, about 9.7% of all persons eligible to be placed on work sites were actually placed. It must be noted that these programs provided no services other than work experience placement. Danville, in the month of August 1985, placed less than 4% of its registrants on work sites.

B. PROGRAM SAVINGS

The average monthly value of food stamp coupons per household in Virginia was approximately \$114 in FY 84-85. If the projected goal of 4,500 persons enter employment, initial monthly food stamp reductions will approach \$500,000. If these participants continue on their jobs for only two months, the savings will be \$1 million. It is reasonable to expect that 65% will retain their employment for one year thus reducing Food Stamp Program expenditures by the federal government by nearly \$3.9 million annually.

In addition to the savings generated from participants entering employment, some people will refuse to participate in the program and thus be removed from food stamps for two months as required by federal law. In FY 84-85, approximately 1,500 households had their benefits terminated due to the non-cooperation of the work registrant. With the expanded program under this model, the Department feels that food stamp recipients will recognize the various opportunities the program will afford them and thus desire to cooperate. Therefore, the Department does not see an increase in the number of households being terminated for this reason. It is estimated that savings from cases being terminated due to non-cooperation will be approximately \$340,000.

It is estimated that the 600 persons placed on worksites will work an average of 34 hours per month in order to obtain their food stamp benefits, and will provide approximately \$420,000 worth of work to their communities. (Since the local savings accruing from this work will be offset by the federal cost of food stamps for these recipients, it will not be included in calculating total program savings.)

With budgeted operational costs of \$3.57 million in the first year and \$3.84 million in the second and monetary savings from benefit reductions due to entered employments or sanctions totalling 4.2 million, overall program savings to the federal government will be between \$500,000 - \$700,000 annually.

C. HUMAN BENEFITS

The chart in Appendix L was prepared by the Florida Office of Evaluation and Management Review as part of its cost/benefit study of the Duval County, Florida Workfare Project. Overall, that project had a benefit of 71 cents for every dollar spent. The greatest monetary costs were to the government/taxpayer while the greatest monetary benefits were to the worksite agencies. It should be noted that while the non-monetary benefits were great, there were also substantial non-monetary costs. It is impossible to measure the value of increased self-worth, renewed sense of fairness, increased job skills and accessibility to prospective employers offered by a program such as the Virginia model advocated or the Florida program. Some costs, likewise, are hard to measure but must not be overlooked or forgotten in developing work program designs: costs of training and supervising workfare recipients, administrative costs associated with monitoring, evaluation and paperwork, and the social costs of hunger which may result from a generalized deterrence from food stamps.

VI. OPERATIONAL CONSIDERATIONS

In order to operationalize the program design outlined in this report, several issues related to funding, selection of agencies, State and local personnel, and data collection must be resolved.

A. FUNDING

1. State funding must be obtained to provide a portion of the match needed to draw upon the federal Food Stamp Workfare funds and to support those aspects of the program that USDA may not consider as reimbursable expenses.
2. USDA will need to approve the State's plan to merge 100% federal Food Stamp Work Registration/Job Search funds with the 50% federal Food Stamp Workfare funds in order to implement this multi-component model incorporating job search and work experience. Furthermore, the entire program design will need to be evaluated by USDA to determine if any aspects of the program are not allowable or non-reimbursable under federal guidelines.
3. The Department's entire cost allocation plan for the employment programs will need to be evaluated and modified to incorporate the various funding sources drawn upon in this design. Approval must be obtained from both the Department of Health and Human Services and the Department of Agriculture.

B. SELECTION OF AGENCIES

Twenty-one local social service agencies currently provide employment services to non-public assistance food stamp recipients in addition to Danville which operates a workfare program. The Department's implementation plan proposes to pilot this model in any or all of these 22 localities. These localities will be invited to participate in the program since they have already demonstrated a commitment to serve this population through their current efforts.

Each locality intending to operate the program will be asked to submit a program proposal outlining exactly how they will operationalize the model proposed here. These proposals will also identify the program goals for each participating agency. Once approved by the State, funds will be made available to the localities. The agencies that will be invited to participate are listed in Appendix F.

C. STATE AND LOCAL PERSONNEL

Within the constraints of the federal and State funds made available for this program, participating agencies may be allowed to expand their current staff providing job search or "workfare" services to food stamp recipients. Since the services will be expanded beyond those currently provided by these agencies, it will be necessary to increase local staff.

Current caseloads in the Food Stamp Work Registration/Job Search Program are approximately 300 cases per worker. These caseloads are approximately double those in the ADC/GR Employment Services Program and are felt to be too high to provide intensive multi-component services.

Currently, no one State staff person assumes all the responsibility for the Food Stamp Work Registration/Job Search Program and minimal staff assistance is provided Danville in the operation of its program. The work is currently dispersed among the five staff in the Employment Services Unit of the Department. With the implementation of this more complex multi-component program, one additional full-time State staff person is needed to provide overall management for the implementation of the program. This person will be responsible for working with USDA to obtain the necessary clearance to operate the program and draw down the federal funds, develop manual procedures, assist Regional Office staff in training local staff, provide technical assistance to local and Regional staff, coordinate program data collection and reporting requirements, develop local program proposal outlines and approve the local proposals, and assist Regional Office staff in monitoring local compliance with prescribed policies and procedures.

An additional State office staff person will be needed to develop and conduct a comprehensive evaluation schema to determine the program impacts and cost/benefits. An overview of the evaluation plan is described in section VII of this report.

D. DATA COLLECTION AND CLIENT TRACKING

Currently the Food Stamp Program is not part of an automated information system as is the case with ADC and ESP. All 21 agencies operating the Job Search Program report outcomes manually. Danville submits all manual outcome reports directly to USDA so the Department has no official statistics on that program. (Danville's contract is with USDA and the State has been relieved of all program monitoring responsibilities.)

The Benefit Programs side of the Food Stamp Program is in the process of being automated. (This automation relates to all aspects of the coupon issuance and eligibility side of the program.) Once automation of the food stamp caseload is complete, the employment services activities of these cases can likewise be automated. The Department would recommend that this be accomplished prior to program implementation so that program data can be obtained for reporting, monitoring, and evaluation purposes. Since the model will resemble ADC/GR ESP, many of the computer programs for that program can be utilized in developing an automated information system for the food stamp work program.

VII. EVALUATION SCHEMA

The program will be piloted in a limited number of localities so that program-induced benefits/costs and the impacts on recipients can be compared with localities not operating the program. Since the communities that the current Food Stamp Work Registration/Job Search agencies serve vary widely in the ethnic composition of residents, their levels of education, employment rates and labor markets, the pilot sites will provide a representative view of how the program would operate statewide.

Evaluation of the program will focus on answering the following key questions:

- . Did the participating localities succeed in implementing the program as designed?
- . Was it feasible to implement the work experience component - in both creating sufficient work sites without diminishing similar ESP efforts for ADC and GR recipients, and in enforcing participation?
- . What was the nature and quality of the services - individual job search, group job search, work experience, and education and training?
- . How effective were the services in increasing employment and earnings and reducing welfare benefits?
- . For whom did the program have the largest impact?
- . Were there unintended negative consequences to members of the client group as a result of program participations?
- . How do program benefits compare to costs - monetary and non-monetary?

If additional State staff cannot be obtained to conduct this evaluation, it is recommended that the Department contract with an outside organization to provide the General Assembly and the Department with the answers to the critical questions identified above.

VIII. RECOMMENDATION

It is the recommendation of the State Board of Social Services that the General Assembly appropriate \$2,404,000 in State monies to partially fund the proposed Food Stamp Work Program for the biennium. These funds will be matched by \$4,405,000 in federal and \$601,000 in local funds for this period, and will be supplemented by an additional \$1,400,000 in 100% federal Food Stamp Work Registration/Job Search funds. It is the belief of the Board that implementation of this program will facilitate the return to employment by many Food Stamp Program recipients thereby increasing the economic well being of the recipient, the taxpayer, and the Commonwealth.

APPENDICES

Appendix A	House Joint Resolution 250
Appendix B	Resources
Appendix C	Research Materials
Appendix D	ESP Statistics, July 1984 - June 1985
Appendix E	Food Stamp Work Registration/Job Search Program Statistics
Appendix F	Food Stamp Work Registration/Job Search Program Participating Agencies
Appendix G	Food Stamp Job Search Registrants By Number Of Required Work Hours
Appendix H	Danville Food Stamp Workfare Registrants By Number Of Required Work Hours
Appendix I	All Food Stamp Heads Of Households, 1980 - Projected Employability Status For Workfare Program
Appendix J	Food Stamp Job Search Registrants Grouped By Length Of Time On Assistance
Appendix K	Proposed Food Stamp Workfare Program Design
Appendix L	Costs and Benefits of Florida Workfare Experience

1985 SESSION

LD6246403

APPENDIX A

HOUSE JOINT RESOLUTION NO. 250

Offered January 18, 1985

Requesting that the State Board of Social Services, with the assistance of the Department of Social Services, review establishment of food stamp workfare programs.

Patrons—Allen, Stosch, Callahan, Putney, and Saunders

Referred to the Committee on Rules

WHEREAS, it is the purpose of any governmental system to support its less fortunate citizens while at the same time striving to return them to productive and industrious lives; and

WHEREAS, it is incumbent on all able-bodied citizens to return to the community a value relative to that which they receive from that community; and

WHEREAS, the United States Department of Agriculture has developed a work-for-benefit program incorporated under the United States Food Stamp Act of 1977, as amended, termed "Workfare," which is intended to allow localities to receive from food stamp recipients a value of services equivalent to the value of the food stamps that the federal government has made available to the food stamp recipient; and

WHEREAS, the state of West Virginia has adopted a work-for-benefits program which was evaluated by Manpower Research Corp., an independent agency. Their report stated that 80% of the workfare participants were "satisfied" or "very satisfied" with their jobs, valuable service for the elderly, and their community; and

WHEREAS, the administrative expense is partially funded by the federal government in addition to the funding of the food stamps; and

WHEREAS, the Commonwealth of Virginia requires each locality to operate a work experience program for AFDC recipients and as such already finances a suitable administration system for a Workfare program; and

WHEREAS, each locality within the Commonwealth is unique with regard to its geography, industries, available resources, and its social problems, and the best system of assisting people is one that operates closest to those people with the flexibility to adapt to unique circumstances; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That the State Board of Social Services, and appropriate personnel from any locality which is operating a food stamp "Workfare" program, with the assistance of the State Department of Social Services, is requested to review all matters related to established of food stamp recipient workfare programs within localities of the Commonwealth, considering the desirability of flexibility at the local level and the maintenance of stable levels of state funding inclusive of all social service assistance programs and to review the report of Manpower Research Corp. as the various program pertains to the Commonwealth. The Board shall report to the General Assembly not later than January 1, 1986, its recommendations as to appropriate legislative action.

APPENDIX B

RESOURCES

Virginia General Assembly

The Honorable George C. Allen, Virginia House of Delegates

Local Social Services Agencies

Accomack	Pittslyvania
Alexandria	Prince William
Danville	Radford
Fairfax	Roanoke City
Halifax	Russell
Hampton	Surry
Henry	Virginia Beach
King & Queen	Waynesboro
Martinsville	

State Department of Social Services

William L. Lukhard, Commissioner
Ray C. Goodwin, Deputy Commissioner

Guy Lusk, Director, Division of Benefit Programs
Howard Reisinger, Chief, Research and Special Projects
Mark Grigsby, Chief, Bureau of Food, Energy, and Emergency Assistance
Burt Richman, Supervisor, Food Assistance Program
Pat Puryear, Specialist, Food Assistance Program

D. Ray Sirry, Director, Division of Service Programs
Rick Pond, Supervisor, Employment Services and Day Care Programs
Linda Dressler, Planner, Employment Services Program
Joan Ayers, ESP Specialist, Richmond/Lynchburg Regional Office
Gail Leary ESP Specialist, Tidewater Regional Office
Alice Williams, ESP Specialist, Northern Virginia Regional Office
Georgeann Lambert, ESP Specialist, Valley Regional Office

United States Department of Agriculture

Joe Mulcahy, Assistant Director, Mid-Atlantic Regional Office, Food and Nutrition Service, USDA.
Janice Feld, Office of Governmental Affairs, Food and Nutrition Service, USDA
Bill DeLuchek, Office of Governmental Affairs, Food and Nutrition Service, USDA
Abigail Nichols, Office of Analysis and Evaluation, Food and Nutrition Service, USDA

APPENDIX C

RESEARCH MATERIALS

West Virginia: The Demonstration of State Work/Welfare Initiatives: Interim Findings in the Community Work Experience Demonstrations. Manpower Demonstration Research Corporation, November 1984.

California: The Demonstration of State Work/Welfare Initiatives: Findings From the San Diego Job Search and Work Experience Demonstration. Manpower Demonstration Research Corporation, March, 1985.

An Evaluation of the Duval County Workfare Project. Florida Department of Health and Rehabilitative Services, Office of the Inspector General and Office of Evaluation and Management Review, April 1985.

Workfare in Theory and Practice. National Social Science and Law Center, Inc., 1982.

Insights Gained In Workfare Demonstration Projects. U.S. General Accounting Office, CED-81-117, July 31, 1981.

Food Stamp Workfare-Cost Benefit Results Not Conclusive; Administrative Problems Continue. U.S. General Accounting Office, CED-82-44, February 19, 1982.

Interim Report to Congress-Food Stamp Workfare Demonstration Projects. Office of Strategic Planning and Policy Development, ETA, DOL April 1981.

Third Interim Report to Congress-Food Stamp Workfare Demonstration Projects. Office of Strategic Planning and Policy Development, ETA, DOL June 1982.

Optional Workfare Program. Final rule, Federal Register, Vol. 47, No. 196, October 8, 1982.

APPENDIX D

ESP Statistics
(ADC & GR)

July 1984 - June 1985

I. REGISTRATION STATISTICS

Total Registrants (YTD)	39,943
Total Active ESP Participants as of June 30, 1985	19,815

II. ASSESSMENTS

ADC and GR	64,971
------------	--------

III. EMPLOYMENT RELATED ACTIVITIES

	Total ¹ Participants	Entered ² Employment
Individual Job Search	25,034	3,181
Group Job Search	2,425	412
Job Club	1,453	249
Work Club	3,703	417
Education and Training	10,530	938
Pending	36,203	4,195 ³
Other	619	85
	<hr/>	<hr/>
	79,954	9,478 ⁴

- The total participant column figures include registrants who have participated in more than one component. The total, as a result, exceeds the number of individual participants served by the program.
- These figures are unduplicated.
- Participants that enter employment from this activity have often completed other employment related activities but happened not to be in one of these activities when employment was found.
- The overall job retention rate 6 months after employment was 65% for this time period. A total of 6160 of the 9478 who entered employment during the year were still employed six months later.

APPENDIX E

FOOD STAMP WORK REGISTRATION/JOB
SEARCH PROGRAM STATISTICS

July 1984 - June 1985

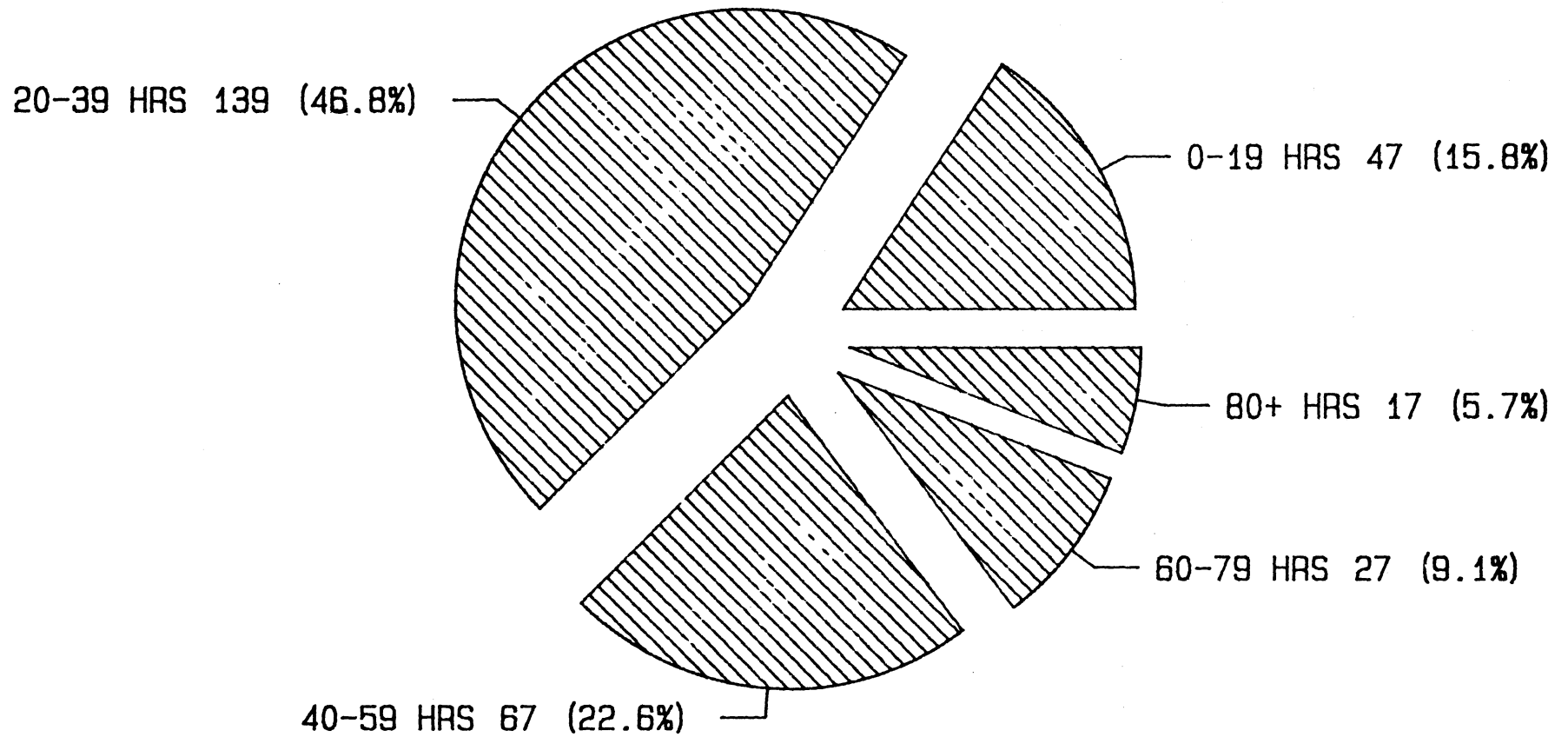
Registrants	17,453
Number actually performing job search	8,163
Number persons entering employment	2,762
Number persons sanctioned	1,569
Expenditures	\$484,625
Cost per entered employment	\$175

APPENDIX F

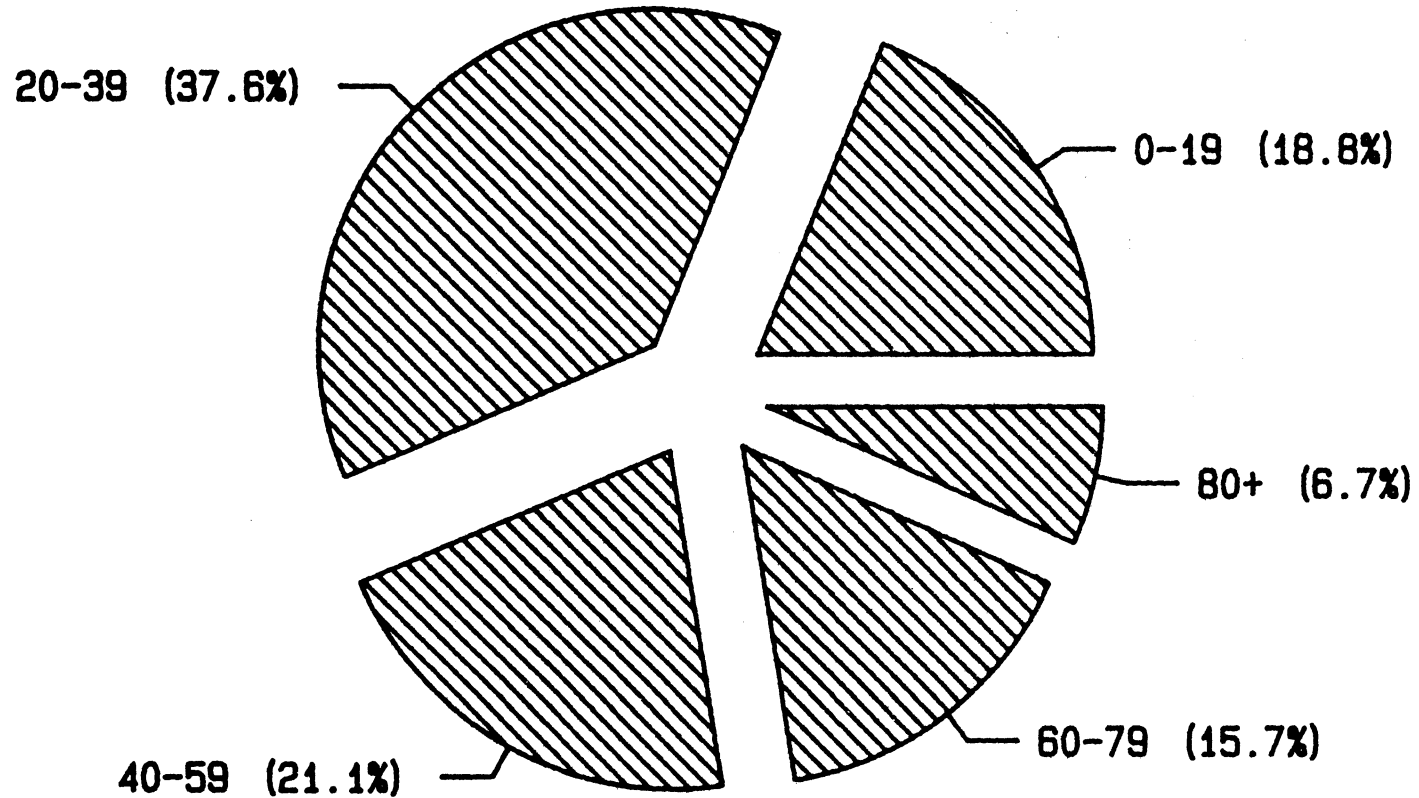
FOOD STAMP WORK REGISTRATION/JOB SEARCH PROGRAM

<u>PARTICIPATING AGENCIES</u>	<u>NON-PUBLIC ASSISTANCE HOUSEHOLDS</u> (March 1985)
1. Accomack	1,337
2. Alexandria	1,303
3. Chesapeake	2,238
4. Fairfax	2,433
5. Halifax	1,124
6. Hampton	1,479
7. Henry	749
8. King and Queen	196
9. Lynchburg	1,403
10. Martinsville	520
11. Newport News	3,690
12. Pittsylvania	1,435
13. Portsmouth	4,153
14. Prince William	825
15. Radford	243
16. Roanoke City	2,794
17. Russell	1,646
18. Suffolk	1,753
19. Surry	238
20. Virginia Beach	2,018
21. Waynesboro	<u>316</u>
	Total
	31,893
(Danville)	<u>1,291</u>
	Grand Total
	<u>33,184</u>
STATEWIDE TOTAL	114,412

FOOD STAMP JOB SEARCH REGISTRANTS (CLOSED CASES) BY NUMBER OF REQUIRED WORK HOURS



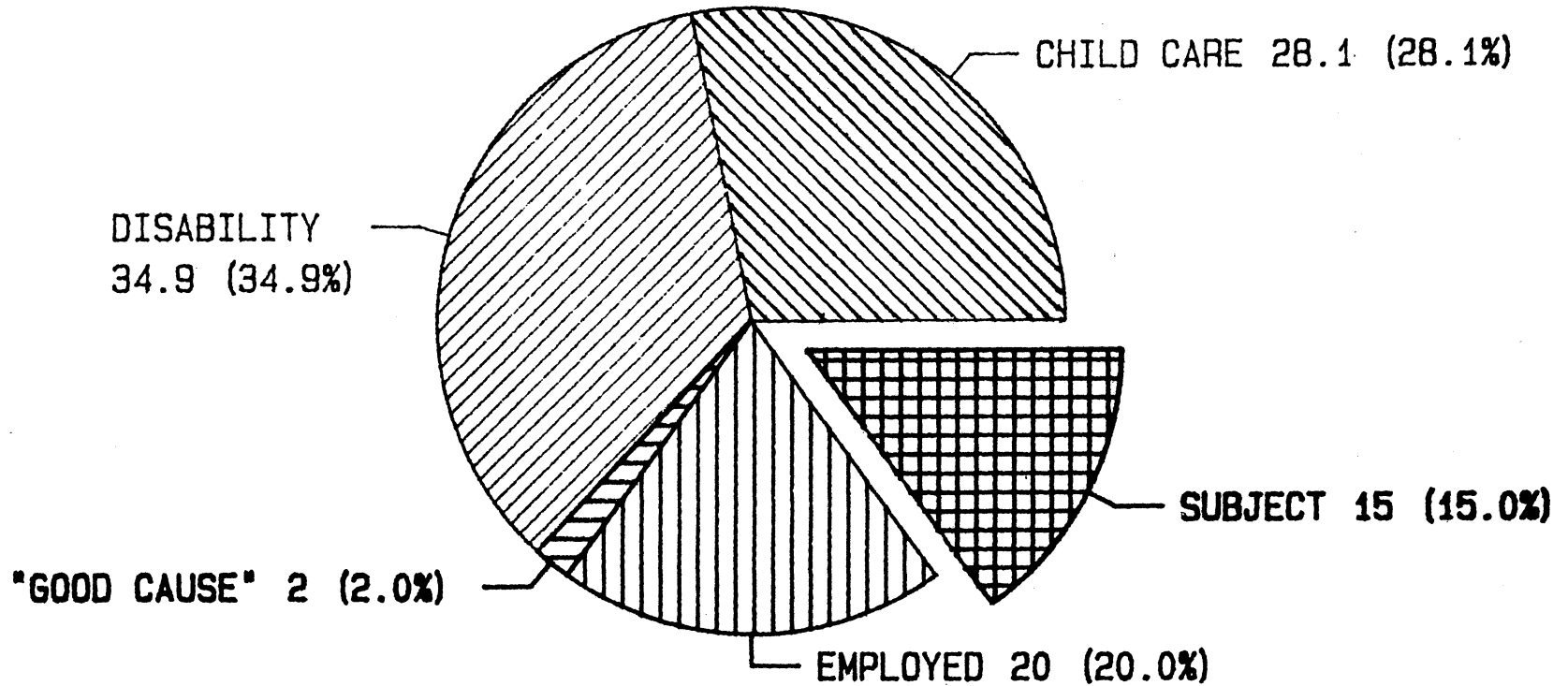
DANVILLE FOOD STAMP WORKFARE REGISTRANTS BY NUMBER OF REQUIRED WORKHOURS



AUGUST 9, 1985

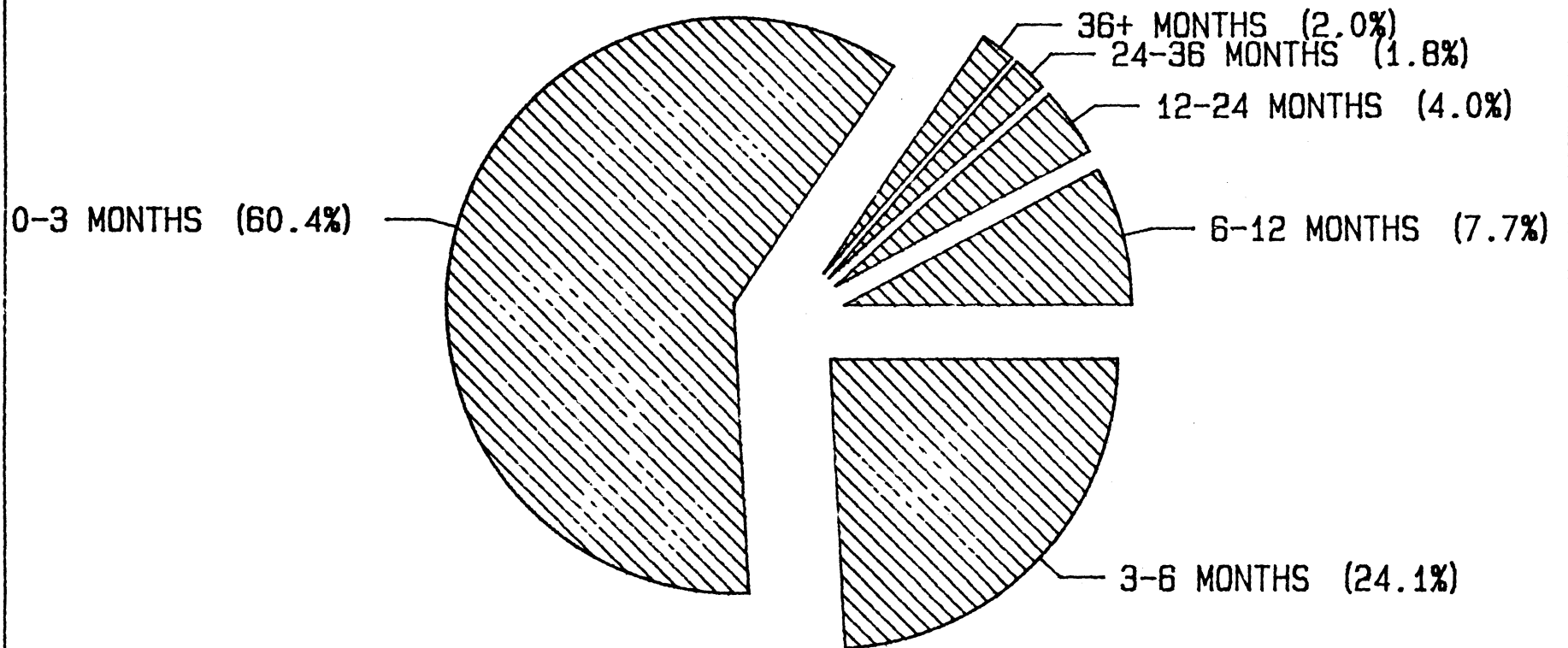
TOTAL: 388

ALL FOOD STAMP HEADS OF HOUSEHOLDS 1980
PROJECTED EMPLOYABILITY STATUS FOR WORKFARE PROGRAM



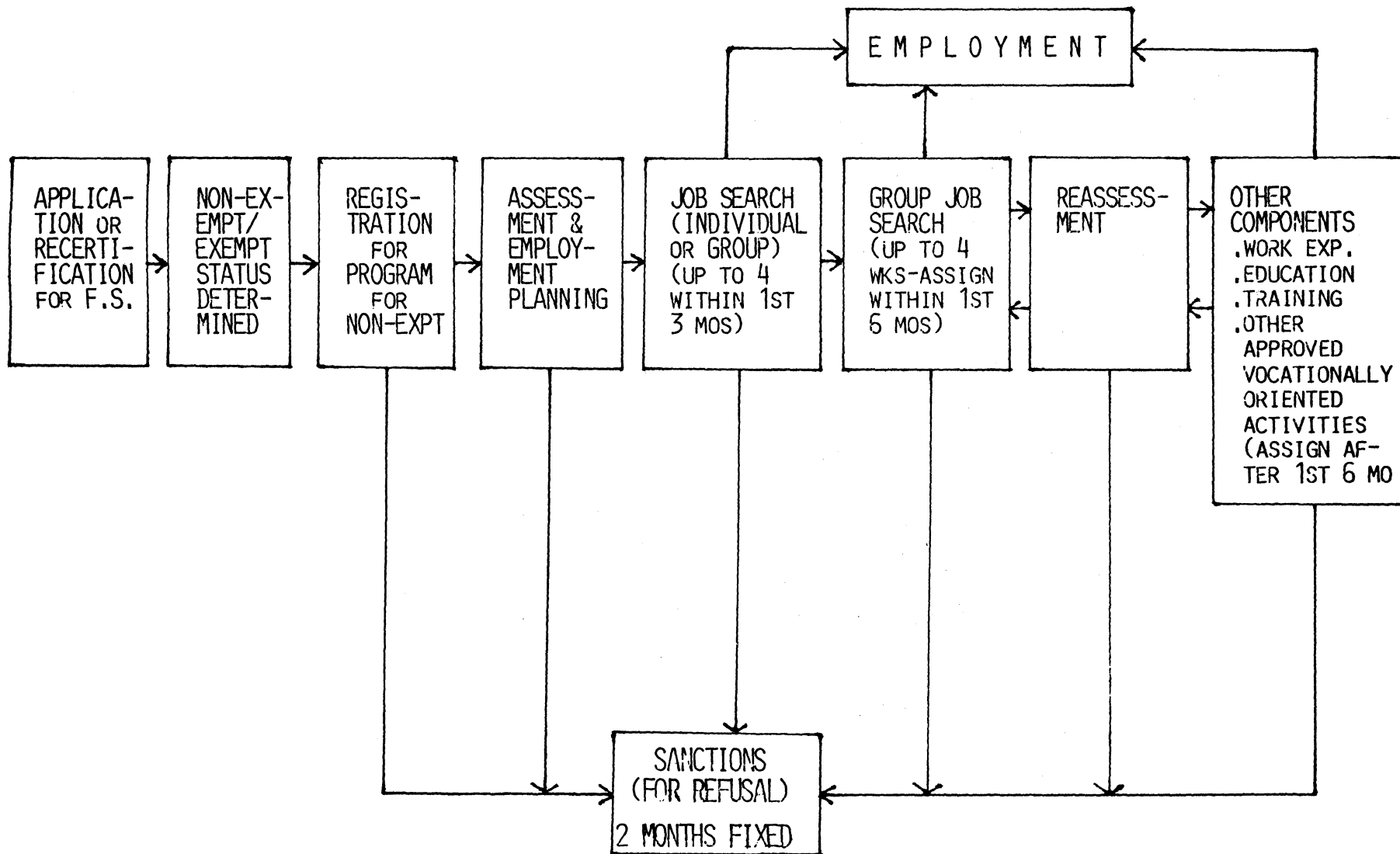
NATIONAL DATA

FOOD STAMP JOB SEARCH REGISTRANTS GROUPED BY LENGTH OF TIME ON ASSISTANCE



APPENDIX K

PROPOSED FOOD STAMP WORKFARE PROGRAM DESIGN



APPENDIX L

COSTS AND BENEFITS OF FLORIDA WORKFARE EXPERIENCE

Costs/Benefits		Monetized	Cost(-) or Benefit(-) to Whom						
			Government			Non-Government			
			Federal	State	Local	Tax-payer	Private Sector	Client	Other
COSTS									
C1	Project costs to HRS and the City of Jacksonville that were reimbursed	Yes	-				-		
C2	Project costs to HRS that were not reimbursed	Yes		-			-		
C3	Reduced food stamp allotments to client due to employment	Yes						-	-
C4	Reduced food stamp allotments to client due to sanctions	Yes						-	-
C5	Reduced independent job search time due to Workfare placement	No						-	-
C6	Foregone family home maintenance activities (particularly for single parent families)	No						-	-
C7	Foregone side earnings (collecting returnable bottles, babysitting)	No						-	-
C8	Foregone free-time activities	No						-	-
C9	Lowered self-esteem of client employed in punitive non-productive Workfare placements	No						-	-
C10	Stigma attached to client when large agency/organization identified person as indigent	No						-	-
C11	Costs of training and supervising Workfare client	No		-	-		-	-	
C12	Cost to employer of risking high/turnover and poor performance of Workfare client	No		-	-		-	-	
C13	Increased non-reimbursed costs associated with work such as clothing and meals	No						-	-
C14	Administration costs, such as costs of program monitoring, evaluation and paperwork	No		-			-		
C15	Social costs of hunger due to specific deterrence/to quit food stamps or not reapply	No						-	-
C16	Social costs of hunger due to a generalized deterrence (to initially forgo food stamps)	No						-	-
C17	Increased taxation of clients, if subsequently employed	No						-	-
C18	Decreased labor market opportunities to non-participants	No							-
C19	Increased social program expenditures due to reduced independent job search time (unemployment compensation and public housing)	No		-	-		-		
C20	Suppressed downward wages due to free labor pool	No							-
BENEFITS									
B1	Estimated monetary value of work performed by client	Yes		+	+		+	+	
B2	Reduced costs of food stamp program due to employment of client	Yes	+				+		
B3	Reduced costs of food stamp program due to sanctions	Yes	+				+		
B4	Increase tax revenues from subsequent employment of Workfare clients	Partially	+	+	+				+
B5	Earning accrued by client due to subsequent employment	Yes						+	+
B6	Reduced costs for food stamp program due to general or specific deterrence	No	+				+		
B7	Increased self-worth of client	No						+	+
B8	Renewed sense of fairness (clients work for food stamps)	No					+	+	+
B9	Increased job skills	No						+	+
B10	Increased job readiness skills/habits	No						+	+
B11	Increased accessibility to a prospective employer	No						+	+
B12	Decreased social program expenditures due to employment (unemployment compensation, public housing)	No	+		+		+	+	
B13	Extra federal financial reimbursement	No		+	+				
B14	Suppressed downward wages due to free labor pool	No		+	+		+	+	

